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8	BEFORE THE				
9	BOARD OF REGISTERED NURSING DEPARTMENT OF CONSUMER AFFAIRS				
	STATE OF CONSCINER AFFAIRS  STATE OF CALIFORNIA				
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11	In the Matter of the Accusation Against:	Case No. 2013 - 831			
12	KAVITA JOANNA NOBLE				
13	aka KAVITA J. NOBLE 18166 Fern Avenue ACCUSATION				
14	Los Gatos, CA 95030				
15	Registered Nurse License No. 515340 Nurse Midwife Certificate No. 1271				
16	Nurse Practitioner Certificate No. 9376 Nurse Practitioner Furnishing Certificate				
17	No. 9376				
18	Respondent.				
19					
20	Complainant alleges:				
21	<u>PARTIES</u>				
22	1. Louise R. Bailey, M.Ed., RN ("Complainant") brings this Accusation solely in her				
23	official capacity as the Executive Officer of the Board of Registered Nursing, Department of				
24	Consumer Affairs.				
25	2. On or about August 31, 1985, the Board of Registered Nursing issued Registered				
26	Nurse License No. 515340 to Kavita Joanna Noble, aka Kavita J. Noble ("Respondent"). The				
27	Registered Nurse License was in full force and effect at all times relevant to the charges brought				
28	herein and will expire on September 30, 2013, unless renewed.				
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- 3. On or about September 21, 1997, the Board of Registered Nursing issued Nurse Midwife Certificate No. 1271 to Respondent. The Nurse Midwife Certificate was in full force and effect at all times relevant to the charges brought herein and will expire on September 30, 2013, unless renewed.
- 4. On or about September 21, 1997, the Board of Registered Nursing issued Nurse Practitioner Certificate No. 9376 to Respondent. The Nurse Practitioner Certificate was in full force and effect at all times relevant to the charges brought herein and will expire on September 30, 2013, unless renewed.
- 5. On or about July 8, 1998, the Board of Registered Nursing issued Nurse Practitioner Furnishing Certificate No. 9376 to Respondent. The Nurse Practitioner Furnishing Certificate was in full force and effect at all times relevant to the charges brought herein and will expire on September 30, 2013, unless renewed.

# **JURISDICTION**

- 6. This Accusation is brought before the Board of Registered Nursing ("Board"), Department of Consumer Affairs, under the authority of the following laws. All section references are to the Business and Professions Code unless otherwise indicated.
- 7. Section 2750 of the Business and Professions Code ("Code") provides, in pertinent part, that the Board may discipline any licensee, including a licensee holding a temporary or an inactive license, for any reason provided in Article 3 (commencing with section 2750) of the Nursing Practice Act.
- 8. Section 2764 of the Code provides, in pertinent part, that the expiration of a license shall not deprive the Board of jurisdiction to proceed with a disciplinary proceeding against the licensee or to render a decision imposing discipline on the license.
- 9. Section 118, subdivision (b), of the Code provides that the suspension/expiration/surrender/cancellation of a license shall not deprive the Board of jurisdiction to proceed with a disciplinary action during the period within which the license may be renewed, restored, reissued or reinstated.

# RELEVANT DISCIPLINARY STATUTES AND REGULATIONS

10. Section 2761 of the Code [Grounds for action] states:

"The board may take disciplinary action against a certified or licensed nurse or deny an application for a certificate or license for any of the following:

"(d) Violating or attempting to violate, directly or indirectly, or assisting in or abetting the violating of, or conspiring to violate any provision or term of this chapter [the Nursing Practice Act] or regulations adopted pursuant to it.

11. Section 2762 of the Code [Drug-related transgressions] states:

"In addition to other acts constituting unprofessional conduct within the meaning of this chapter it is unprofessional conduct for a person licensed under this chapter to do any of the following:

- "(a) Obtain or possess in violation of law, or prescribe, or except as directed by a licensed physician and surgeon, dentist, or podiatrist administer to himself or herself, or furnish or administer to another, . . . any dangerous drug or dangerous device as defined in Section 4022.
  - 12. Section 2725 of the Code [Legislative intent; Practice of nursing defined] states:
- "(a) In amending this section at the 1973-74 session, the Legislature recognizes that nursing is a dynamic filed, the practice of which is continually evolving to include sophisticated patient care activities. It is the intent of the Legislature in amending this section at the 1973-74 session to provide clear legal authority for functions and procedures that have common acceptance and usage. It is the legislative intent also to recognize the existence of overlapping functions between physicians and registered nurses and to permit additional sharing of functions within organized health care systems that provide for collaboration between physicians and registered nurses. These organized health care systems include, but are not limited to, health facilities licensed pursuant to Chapter 2 (commending with Section 1250) of Division 2 of the Health and Safety Code, clinics, home health agencies, physicians' offices, and public or

community health services.

- "(b) The practice of nursing within the meaning of this chapter [The Nursing Practice Act] means those functions, including basic health care, that help people cope with difficulties in daily living that are associated with their actual or potential health or illness problems or the treatment thereof, and that require a substantial amount of scientific knowledge or technical skill, . . . . .
  - "(c) 'Standardized procedures,' as used in this section, means either of the following:
- "(1) Policies and protocols developed by a health facility licensed pursuant to Chapter 2 (commending with Section 1250) of Division 2 of the Health and Safety Code through collaboration among administrators and health professionals including physicians and nurses.
- "(2) Polices and protocols developed through collaboration among administrators and health professionals, including physicians and nurses, by an organized health care system which is not a health a facility licensed pursuant to Chapter 2 (commencing with Section 1250) of Division 2 of the Health and Safety Code.

"The polices and protocols shall be subject to any guidelines for standardized procedures that the Division of Licensing of the Medical Board of California and the Board of Registered Nursing may jointly promulgate. If promulgated, the guidelines shall be administered by the Board of Registered Nursing.

- "(d) Nothing in this section shall be construed to require approval of the standardized procedures by the Division of Licensing of the Medical Board of California, or by the Board of Registered Nursing.
- "(e) No state agency other than the board may define or interpret the practice of nursing for those licensed pursuant to the provisions of this chapter, or develop standardized procedures or protocols pursuant to this chapter, unless so authorized by this chapter, or specifically required under state or federal statute. "State agency' includes every state office, officer, department, division, bureau, board, authority, and commission.
- 13. California Code of Regulations, title 16, section 1474 [Standardized ProcedureGuidelines] states:

"Following are the standardized procedure guidelines jointly promulgated by the Medical

provide prenatal, intrapartum, and post-partum care, including family-planning care, for the mother, and immediate care for the newborn.

- "(b) As used in this chapter, the practice of nurse-midwifery constitutes the furthering or undertaking by any certified person, under the supervision of a licensed physician and surgeon who has current practice or training in obstetrics, to assist a woman in childbirth so long as progress meets criteria accepted as normal. All complication shall be referred to a physician immediately. The practice if nurse-midwifery does not include the assisting of childbirth by any artificial, forcible, or mechanical means, nor the performance of any version.
- "(c) As used in this article, 'supervision' shall not be construed to require the physical presence of the supervising physician.
- "(d) A certified nurse-midwife is not authorized to practice medicine and surgery by the provisions of this chapter.

15. Section 2746.51 of the Code [When nurse-midwife may furnish drugs or devices] states:

"(a) Neither this chapter nor any other provision of law shall be construed to prohibit a certified nurse-midwife from furnishing or ordering drugs or devices, . . . when all of the following apply:

- "(2) The drugs or devices are furnished or ordered by a certified nurse-midwife in accordance with standardized procedures or protocols. For purposes of this section, standardized procedure means a document, including protocols, developed and approved by the supervising physician and surgeon, the certified nurse-midwife, and the facility administrator or his or her designee. The standardized procedure covering the furnishing or ordering of drugs or devices shall specify all of the following:
  - "(A) Which certified nurse-midwife may furnish or order drugs or devices.
- "(B) Which drugs or devices may be furnished or ordered and under what circumstances.

1		"(C)	The extent of physician and surgeon supervision.
2		"(D)	The method of periodic review of the certified nurse-midwife's
3	competence	e, includi	ng peer review, and review of the provisions of the standardized procedure.
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5		"(4)	The furnishing or ordering of drugs or devices by a certified nurse-midwife
6	occurs under physician and surgeon supervision Physician and surgeon supervision shall no		
7	be construed to require the physical presence of the physician, but does include all of the		
8	following:		
9		"(A)	Collaboration on the development of the standardized procedure or
10	protocol.		
11		"(B)	Approval of the standardized procedure or protocol.
12		"(C)	Availability by telephonic contact at the time of patient examination by the
13	certified nurse-midwife.		
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15	16.	Section 2	2746.52 of the Code [Authority to perform episiotomies and repair
16	lacerations of perineum] states:		
17	"Notwithstanding Section 2746.5, the certificate to practice nurse-midwifery authorizes the		
18	holder to perform and repair episiotomies, and to repair first-degree and second-degree		
19	lacerations of the perineum, in a licensed acute care hospital, as defined in subdivision (a) of		
20	Section 1250 of the Health and Safety Code, and a licensed alternative birth center, as defined in		
21	paragraph (4) of subdivision (b) of Section 1204 of the Health and Safety Code, but only if all of		
22	the following conditions are met:		
23	"(a)	The sup	ervising physician and surgeon and any backup physician and surgeon is
24	credentialed to perform obstetrical care in the facility.		
25	"(b)	The epis	siotomies are performed pursuant to protocols developed and approved by all
26	of the following:		
27	"(1)	The sup	ervising physician and surgeon.
28	"(2)	The cert	ified nurse-midwife.

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- "(3) The director of the obstetrics department or the director of the family practice department, or both, if a physician and surgeon in the obstetrics department or the family practice department is a supervising physician and surgeon, or an equivalent person if there is no specifically identified obstetrics department or family practice department.
  - "(4) The interdisciplinary practices committee, if applicable.
- "(c) The protocols, and the procedures which shall be developed pursuant to the protocols, shall relate to the performance and repair of episiotomies and the repair of first-degree and second-degree lacerations of the perineum, and shall do all of the following:
  - "(1) Ensure that all complications are referred to a physician and surgeon immediately.
- "(2) Ensure immediate care of patient who are in need of care beyond the scope of practice of the certified nurse midwife, or emergency care for times when the supervising physician and surgeon is not on the premises.
- "(3) Establish the number of certified nurse-midwives that a supervising physician and surgeon may supervise."
- 17. Section 2836.1 of the Code [Furnishing or ordering drugs or devices by nurse practitioners] states:

"Neither this chapter nor any other provision of law shall be construed to prohibit a nurse practitioner from furnishing or ordering drugs or devices when all of the following apply:

- "(a) The drugs or devices are furnished or ordered by a nurse practitioner in accordance with standardized procedures or protocols developed by the nurse practitioner and the supervising physician and surgeon, when the drugs or devices furnished or ordered are consistent with the practitioner's educational preparation or for which clinical competency has been established and maintained.
- "(b) The nurse practitioner is functioning pursuant to standardized procedure, as defined by Section 2725, or protocol. The standardized procedure or protocol shall be developed and approved by the supervising physician and surgeon, the nurse practitioner, and the facility administrator or the designee.
  - "(c)(1) The standardized procedure or protocol covering the furnishing of drugs or devices

shall specify which nurse practitioners may furnish or order drugs or devices, which drugs or devices may be furnished or ordered, under what circumstances, the extent of physician and surgeon supervision, the method of periodic review of the nurse practitioner's competence, including peer review, and the review of the provisions of the standardized procedure.

. . .

"(d) The furnishing or ordering of drugs or devices by a nurse practitioner occurs under physician and surgeon supervision. Physician and surgeon supervision shall not be construed to require the physical presence of the physician, but does include (1) collaboration on the development of the standardized procedure, (2) approval of the standardized procedure, and (3) availability by telephonic contact at the time of patient examination by the nurse practitioner.

. . . .

18. Section 2836.2 of the Code [What constitutes furnishing or ordering of drugs or devices] states:

"Furnishing or ordering of drugs or devices by nurse practitioners is defined to mean the act of making a pharmaceutical agent or agents available to the patient in strict accordance with a standardized procedure. . . ."

19. Section 2726 of the Code [Unauthorized practice] states:

"Except as otherwise provided herein, this chapter confers no authority to practice medicine or surgery."

# **COST RECOVERY**

20. Section 125.3 of the Code provides, in pertinent part, that the Board may request the administrative law judge to direct a licentiate found to have committed a violation or violations of the licensing act to pay a sum not to exceed the reasonable costs of the investigation and enforcement of the case, with failure of the licentiate to comply subjecting the license to not being renewed or reinstated. If a case settles, recovery of investigation and enforcement costs may be included in a stipulated settlement.

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#### **DRUGS**

- 21. Aquamephyton is a man-made form of Vitamin K, a medication that can be administered orally or by way of injection to a newborn as a prophylaxis to prevent bleeding problems. It is available only by prescription and is classified as a dangerous drug pursuant to Business and Professions Code section 4022.
- 22. Erythromycin ophthalmic ointment is an antibiotic used to treat and/or prevent specific eye infections including those contracted by a newborn infant. It is available only by prescription and is classified as a dangerous drug pursuant to Business and Professions Code section 4022.
- 23. Lidocaine is an anesthetic drug that can be administered by injection to numb an area of the body. As an injection, it is available only by prescription and is classified as a dangerous drug pursuant to Business and Professions Code section 4022.
- 24. Methergine is a semi-synthetic ergot alkaloid used for the prevention and control of postpartum hemorrhage. The medication is available only by prescription and is classified as a dangerous drug pursuant to Business and Professions Code section 4022.
- 25. Pitocin is the trade name for Oxytocin. The medication is available only by prescription and is used to stimulate labor contractions and/or to control uterine bleeding after delivery. It is classified as a dangerous drug pursuant to Business and Professions Code section 4022.
- 26. RhoGam is an injection given to women who are Rh negative to prevent the formation of antibodies to Rh positive blood. It is given during the course of prenatal care and as indicated within 72 hours post delivery. It is available only by prescription and is classified as a dangerous drug pursuant to Business and Professions Code section 4022.

### STATEMENT OF FACTS

- 27. In mid-November 2008, Respondent met with Patient K.J. ("K.J."), who was pregnant with her second child and wanted a home delivery. On or about November 18, 2008, Respondent assumed the prenatal care of K.J.
  - 28. On December 25, 2008, K.J. phoned Respondent at 3:00 p.m., to report that her

water had broken. At approximately 4:20 p.m., Respondent arrived at K.J.'s home in Mountain View, California and determined that K.J. was in active labor. Since Respondent had another patient in labor, she called her nurse-midwife colleague Yelena Kolodji ("Kolodji"), and asked her to provide back-up care until she was able to return to K.J.'s residence. Kolodji arrived at K.J.'s residence at approximately 6:00 p.m., and assumed the labor management of K.J.

- 29. Respondent returned to K.J.'s home at approximately 8:00 p.m. K.J. delivered a male at 9:15 p.m., on December 25, 2008. Due to heavy bleeding Respondent gave an intramuscular injection of Pitocin to K.J. Respondent estimated that K.J. had a blood loss of 700 milliliters.<sup>1</sup>
  - 30. K.J. had a second degree perineal laceration which Respondent offered to repair.
- 31. Respondent administered Erythromycin ophthalmic ointment to the eyes of K.J.'s newborn son and gave him an oral 2 milligram dose of Vitamin K.
- 32. Respondent left K.J.'s residence at approximately 1:45 a.m., on December 26, 2008. Later in the morning, Respondent received a telephone call from K.J.'s husband reporting that she was "in and out of consciousness." K.J. was transferred by ambulance to El Camino Hospital, Mountain View, California. She was admitted and given two (2) units of packed red bloods cells, based on a diagnosis of post-partum hemorrhage.
- 33. Respondent was not under the supervision of a licensed physician and surgeon during the time that she provided prenatal, intrapartum and postpartum care and treatment to K.J., and newborn care and treatment to her infant.
- 34. Respondent was not practicing under standardized procedures during the time that she provided prenatal, intrapartum and postpartum care and treatment to K.J., and newborn care to her infant.
- 35. Since 2000, Respondent has operated a home birth practice based in Los Gatos, California, providing prenatal intrapartum, postpartum care and treatment to women and newborn care to their infants. Respondent's home birth practice also includes, but is not limited to the

<sup>&</sup>lt;sup>1</sup> The average blood loss for a vaginal delivery is up to 500 milliliters.

repair of perineal lacerations with as needed administration of Lidocaine by injection, administration to a newborn of Aquamephyton orally or intramuscularly and Erythromycin ophthalmic ointment. Respondent's practice also includes the administration of Pitocin and/or Methergine intramuscularly to women for indications of postpartum uterine atony, and an injection of RhoGam 72 hours post delivery for Rh negative women as indicated.

36. Since 2000, Respondent has operated a home birth practice providing prenatal, intrapartum and postpartum care and treatment to women and newborn care to their infants without the supervision of a licensed physician and surgeon and/or without standardized procedures.

### FIRST CAUSE FOR DISCIPLINE

(Unprofessional Conduct - Delivery of Care to K.J. and Newborn Without Physician Supervision)

37. Respondent is subject to disciplinary action for violation of the Nurse Practice Act pursuant to Code section 2761, subdivision (d), as defined in section 2746.5, in that she provided prenatal, intrapartum and postpartum care to K.J., and newborn care to her infant without being supervised by a licensed physician and surgeon. The facts in support of this cause for discipline are set forth above in paragraphs 27 through 33.

#### SECOND CAUSE FOR DISCIPLINE

(Unprofessional Conduct - Delivery of Care to K.J. and Newborn Without Standardized Procedures)

38. Respondent is subject to disciplinary action for violation of the Nurse Practice Act pursuant to Code section 2761, subdivision (d), as defined in section 2725, subdivisions (c) and (e), and California Code of Regulations, title 16, section 1474, in that she provided prenatal, intrapartum and postpartum care to K.J., and newborn care to her infant without standardized procedures. The facts in support of this cause for discipline are set forth above in paragraphs 27 through 34.

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#### THIRD CAUSE FOR DISCIPLINE

(Unprofessional Conduct - Plan to Repair K.J.'s Perineal Laceration Without Physician Supervision and Without Standardized Procedures)

39. Respondent is subject to disciplinary action for violation of the Nurse Practice Act pursuant to Code section 2761, subdivision (d), as defined in section 2746.52, 2725, subdivisions (c) and (e), and California Code of Regulations, title 16, section 1474, in that she offered and planned to repair K.J.'s second degree perineal laceration without being supervised by a licensed physician and surgeon and without standardized procedures. The facts in support of this cause for discipline are set forth above in paragraphs 30, 33 and 34.

# FOURTH CAUSE FOR DISCIPLINE

(Unprofessional Conduct - Administration of Medications to K.J. and NewbornWithout Physician Supervision)

40. Respondent is subject to disciplinary action for violation of the Nurse Practice Act pursuant to Code section 2761, subdivision (d), 2746.51, 2836.1, 2836.2 and 2762, subdivision (a), in that she administered prescribed medications to K.J. and her newborn, without physician supervision. The facts in support of this cause for discipline are set forth above in paragraphs 29, 31 and 33.

### FIFTH CAUSE FOR DISCIPLINE

(Administration of Medications to K.J. and Her Newborn

#### Without Standardized Procedures)

41. Respondent is subject to disciplinary action for violation of the Nurse Practice Act pursuant to Code section 2761, subdivision (d), 2725, subdivisions (c) and (e), 2746.51, 2836.1 and California Code of Regulations, title 16, section 1474, that she administered prescribed medications to K.J. and her newborn, without standardized procedures. The facts in support of this cause for discipline are set forth above in paragraphs 29, 31 and 34.

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### SIXTH CAUSE FOR DISCIPLINE

(Practice of Medicine Without a License in Delivery of Care to K.J. and her Newborn)

42. Respondent is subject to disciplinary action for violation of the Nurse Practice Act pursuant to Code sections 2761, subdivision (d), 2746.5, subdivision (d) and 2726, in that her provision of prenatal, intrapartum and postpartum care to K.J. and newborn care to her infant without physician supervision and without standardized procedures constituted practicing medicine without a license. The facts in support of this cause for discipline are set forth above in paragraphs 27 through 33.

# SEVENTH CAUSE FOR DISCIPLINE

(Unprofessional Conduct - Home Birth Practice Without Physician Supervision)

43. Respondent is subject to disciplinary action for violation of the Nurse Practice Act pursuant to Code section 2761, subdivision (d), as defined in section 2746.5, 2746.51, and 2746.52, in that since 2000, she has provided prenatal, intrapartum and postpartum care to women and newborn care to their infants without being supervised by a licensed physician and surgeon. The facts in support of this cause for discipline are set forth above in paragraphs 27 through 36.

# EIGHTH CAUSE FOR DISCIPLINE

(Unprofessional Conduct – Home Birth Practice Without Standardized Protocols)

44. Respondent is subject to disciplinary action for violation of the Nurse Practice Act pursuant to Code section 2761, subdivision (d), as defined in section 2725, subdivisions (c) and (e), 2746.51, 2746.52, and California Code of Regulations, title 16, section 1474, in that since 2000, she has provided prenatal, intrapartum and postpartum care to women and newborn care to their infants without standardized procedures. The facts in support of this cause for discipline are set forth above in paragraphs 27 through 36.

# NINTH CAUSE FOR DISCIPLINE

(Practice of Medicine Without a License Since 2000)

45. Respondent is subject to disciplinary action for violation of the Nurse Practice Act pursuant to Code sections 2761, subdivision (d), 2746.5, subdivision (d) and 2726, in that since 2000, she has provided prenatal, intrapartum and postpartum care to pregnant women and